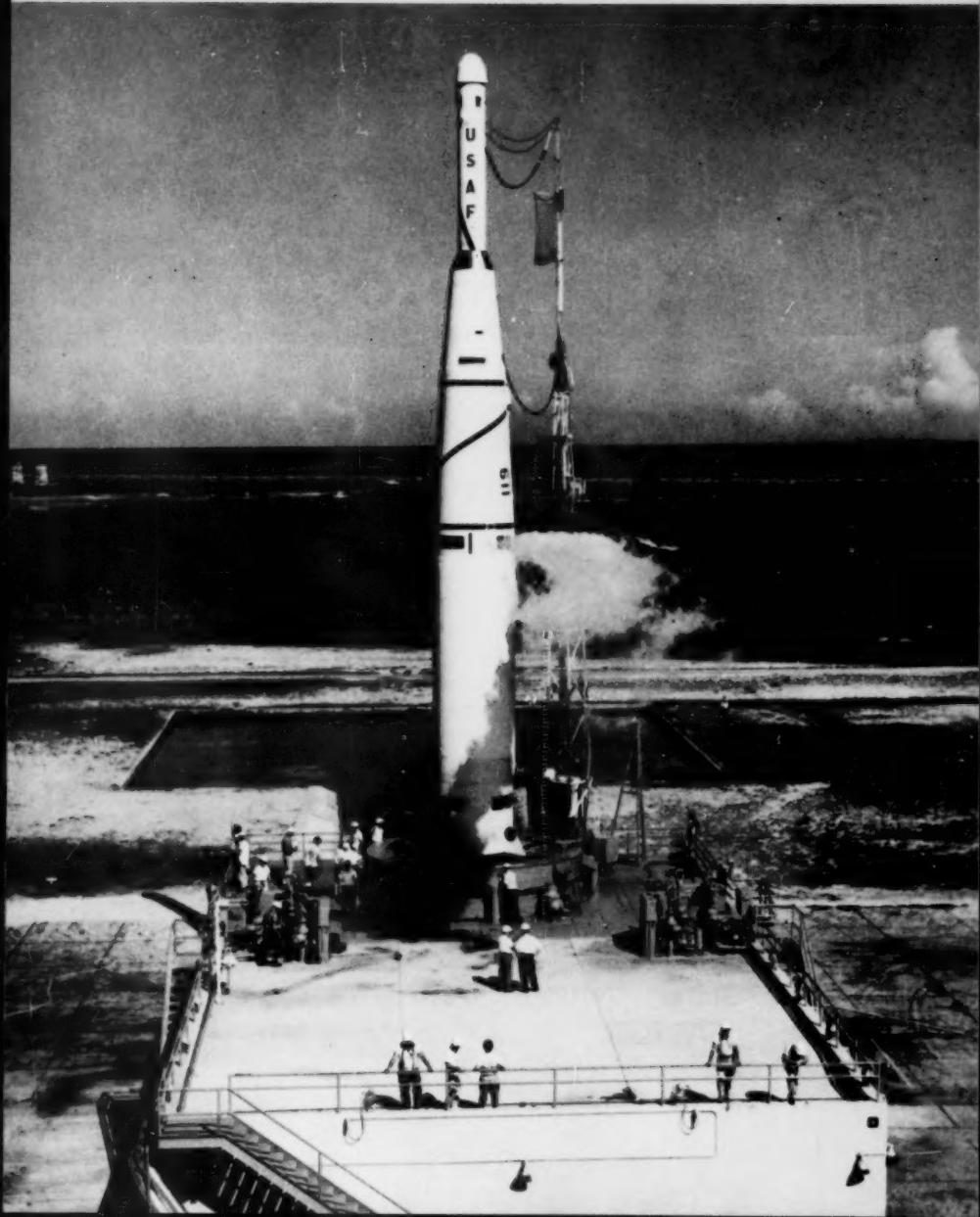


# CALIFORNIA SCHOOLS

OCTOBER, 1959



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THE COVER ILLUSTRATION shows a United States Air Force Thor-Able lunar probe vehicle undergoing a preflight check on its launching pad at Cape Canaveral, Florida.

## SIGNIFICANT 1959 LEGISLATION AND THE SCHOOLS<sup>1</sup>

WALLACE W. HALL, Associate Superintendent of Public Instruction; and  
Chief, Division of Public School Administration

Near midnight on June 19, 1959, the Legislature adjourned *sine die*, thus bringing to an end the longest continuous session of a California Legislature. It was the longest because of the amendment to the Constitution, voted by the people in 1958, providing for the elimination of the bifurcated session with the usual February recess. In addition to being the longest session, it was also one of the most productive in the history of California.

The Governor made the following statement to the 1959 Legislature just before it adjourned:

I think that together we have done a job for the people of California that we can all be proud of for the rest of our lives . . . Together, I believe we have written a record that will be remembered long after we are gone . . . We have not only met the obligations of the present, but we have made courageous commitments to the greatness of the State of California and its future.

According to most impartial observers, the Legislature did write a very substantial record. It did this in part because Governor Edmund G. Brown had a program which he sought to have enacted into law and which he presented to the Legislature in his inaugural and subsequent special messages.

Not least among the achievements to be credited to the 1959 Legislature is the enactment of the several tax bills which will go a long way toward bringing the State Budget into balance. In 1958, there were indications that unless there was a major revision in the tax structure the state would have a deficit of approximately \$200,000,000 for the 1958-59 fiscal year. Now, because of a general improvement in business conditions throughout the state, plus the enactment of a tax program that will increase tax revenues by approximately \$222,000,000 per fiscal year, the 1959-60 budget appears to be in balance. Briefly, the new taxes enacted and the estimated amounts they will raise for any one year are as follows:

1. The cigarette and cigarillo tax of three cents per package,  
\$60,750,000
2. An increase in the horse racing tax, \$10,425,000
3. Increases and adjustments in the income tax rates, \$73,900,000
4. An increase in the beer tax, \$4,000,000

<sup>1</sup> Adapted from an address given at the School Administration-Supervision Conferences, University of Southern California, July 17, 1959, and at the Clinic for School Superintendents, sponsored by the California Association of School Administrators and the University of California, Berkeley, on the Berkeley campus July 30, 1959.

5. An increase in the inheritance taxes, \$8,000,000
6. Increases in bank, corporation, and insurance company taxes, \$60,650,000

The only tax requested by the Governor which was not enacted by the Legislature was the proposed 2 per cent severance tax on oil and natural gas. If most of the Governor's tax program had not been acted on favorably by the Legislature, the difficulties of securing additional state apportionments for schools would have been far greater than they were.

Other major achievements of the Legislature included the establishment of a water development program and provisions for the submission to the voters in 1960 of a \$1,750,000,000 state bond issue for implementing the program; the creation of the Fair Employment Practices Commission; and the establishment of a Consumers' Council.

Not only did the Legislature write a strong record in the field of noneducational legislation, it also enacted many laws which greatly strengthened and improved the California system of public education. During the 1959 Session, 622 school bills pertaining to education were introduced and 340 of them (54.7 per cent) were passed, all but ten of which were signed by the Governor. In 1957, only 39.7 per cent of the education bills introduced reached the Governor. Education accounted for more than 12 per cent of the 5,150 bills presented on all subjects in 1959.

#### RECODIFICATION OF THE EDUCATION CODE (SENATE BILL 2, CHAPTER 2, 1959 STATUTES)

Senate Bill 2, which provides for the recodification of the Education Code, was an important though unspectacular accomplishment of the 1959 Session of the Legislature. The authors of this bill, which was by far the largest single bill introduced at the session, were Senator Nelson S. Dilworth and the other members of the Joint Legislative Committee on Code Revision. Senate Bill 2 was passed unanimously by both Houses in the early weeks of the session and became Chapter 2 of the 1959 Statutes. Subsequent legislation was related to the code section numbers included in this bill.

Completely rearranged and reorganized as a result of three years of effort, the 943-page Education Code, revised under the direction of the Joint Legislative Committee on Code Revision, is a much more usable document than its predecessor. The revised and much improved table of contents and index will be most valuable.

A professional staff, drawn from the University of California and other institutions of higher learning, did the arduous job of weeding out obsolete, duplicate, and unnecessary provisions of the Code, under the general supervision of Ernest A. Engelbert, Director of Code revi-

sion. Work on further revision of the Education Code will continue during the next biennium under a \$35,000 appropriation authorized by Assembly Concurrent Resolution 148. In this resolution, specific areas are designated to be studied by the Joint Legislative Committee for the Revision of the Education Code.

A limited supply of copies of the revised Education Code (Senate Bill 2, Chapter 2, 1959 Statutes), which became effective September 18, 1959, is available for purchase from the Bill Room in the State Capitol in Sacramento for the price of \$3 per copy plus sales tax. This reprinted form of the bill contains a table of cross-reference to sections of the old Education Code which facilitates the location of provisions in the new Code. Copies of the 1959 amendments and additions to the Education Code have been distributed by the Superintendent of Public Instruction. A copy of Senate Bill 2 will be a valuable reference until such time as copies of the revised Education Code are available.

All of the 340 educational bills that were passed by the Legislature were significant in some way. However, some were more significant than others. The discussion that follows pertains to the bills which appear to be most significant to California schools.

#### LEGISLATION RELATING TO SCHOOL FINANCE

Probably the best known single bill introduced in the 1959 Legislature was Assembly Bill 1000 (Chapter 1251, 1959 Statutes), of which Assemblyman Ernest R. Geddes was the author. This bill is well known because it provided for the apportionment of the State School Fund. Without it, financial chaos would have resulted because the old law, Education Code Section 5154 (Assembly Bill 3045, 1957 Statutes), expired on midnight of June 30, 1959. Without Assembly Bill 1000, state support would have dropped more than \$40,000,000, back to \$180 per unit of a.d.a. as required by the Constitution.

It was not until the day before adjournment that the Senate finally passed this bill and sent it back to the Assembly for concurrence in the Senate amendments. On the final day of the 1959 Session, the Assembly concurred in the amendments and sent the bill to Governor Brown, who signed it on June 29, 1959. Although this bill provided for a distribution of a record total of over \$636,000,000 in state aid to our California schools, and provided for a net increase of more than \$24,000,000 for the schools during the current school year, it was passed without a single dissenting vote in both Houses. Furthermore, it was one of the first apportionment bills passed in a long time which did not require reference to a conference committee, for there was complete concurrence by the Assembly in the minor revisions in the bill made by the Senate.

This unprecedented action was due to a number of factors among which were the following.

First, *A Report to the California Legislature on the Study of Public School Support*,<sup>2</sup> prepared by the State Department of Education with the assistance of many professional and lay groups throughout California, and submitted to the Legislature in compliance with the mandate for such a study given to the Department by the 1957 Legislature, clearly set forth the need for increased state support and called for approximately \$52,000,000 in additional funds.

A second important factor was the recommendation of Governor Brown in his Budget Message that approximately \$24,334,000 be made available to the schools of the state, in addition to \$193.37 per unit of a.d.a. provided by the 1957 Legislature. This increased amount became an integral part of the Governor's program of expenditures and revenues. This is the first time in many years that a governor has included in his budget a request for increased school support by the state.

Assembly Bill 1000 contains no termination date, and has the following major effects on the apportionment of the State School Fund.

1. It increases the amount per unit of a.d.a. to be allocated to the State School Fund from \$193.37 to \$201.10.
2. It further strengthens the foundation program for the small high schools, placing them on a teacher employed basis, such as that used for the small elementary school foundation program.
3. It provides a formula of isolation or necessity for small high schools with which they must comply in order to be assured of the small high school foundation program.
4. It provides for a \$14 increase over the 1957 level in the foundation program during the next two years for the elementary school districts over 900 a.d.a., for high school districts over 301 a.d.a., and for junior college districts.
5. It provides for major adjustments in the computation of the foundation program for junior colleges for the years 1961-62 and thereafter.
6. It provides for substantial increases in reimbursement to school districts for the excess costs of educating and transporting physically handicapped and mentally retarded students.

A second far-reaching measure relating to school finance, enacted by the 1959 Legislature, was Assembly Bill 218 (Chapter 1786, 1959 Statutes), introduced by Assemblyman John L. E. Collier. This bill requires, beginning in 1960-61, that apportionments from the State School Fund shall be made using an assessed valuation, the locally assessed portion of which has been adjusted to reflect the state-wide average assessment practice. In time, this may turn out to be one of the most significant pieces of school finance legislation since the establishment of the equali-

<sup>2</sup> *A Report to the California Legislature on the Study of Public School Support*. Sacramento: California State Department of Education, 1959.

zation principle in 1945. School administrators who had labored some years ago to secure the enactment of equalization legislation designed to distribute State School Funds on a basis of financial need, have been dismayed to find that the assessment practices over which schools have no control were serving to defeat the objectives of the equalization program.

Since the assessed valuation per child has been the only yardstick for measuring the relative ability of districts to finance their programs, it has been obvious that improper assessments have resulted automatically in improper apportionments.

After innumerable attempts over the past several years, Assemblyman Collier, who worked assiduously to correct this situation, was finally successful in securing legislative endorsement of his long sought proposal. Briefly, the law provides that on the basis of computations made by the staff of the State Board of Equalization, the Secretary of that Board shall certify each year, on or before October 1, to the State Superintendent of Public Instruction, the factor by which the total assessed value of all tangible property on the current local roll of each county must be modified to conform to the state-wide average assessed level of all such property.

The Superintendent of Public Instruction or any board or agency which allocates funds to any school district on the basis of the assessed valuation of property within the district, or computes repayment to the State Building Fund on that basis, shall modify the assessment roll by the application of the factor supplied by the Secretary of the State Board of Equalization. In effect, where there is a modification upward, this will result in less state equalization aid being apportioned to the district. In order that the district will not suffer from the loss of this state equalization aid, the bill provides that the maximum tax rate of the district may be increased to an amount necessary to compensate for the decrease in equalization aid. Where there is a modification downward, school districts will receive an increase in state equalization aid.

Assembly Bill 2087 (Chapter 1252, 1959 Statutes), introduced by Assemblyman Thomas J. MacBride, permits the county auditor to correct the 1958-59 assessed valuation certified for a district when such assessed valuation contained valuations assessed against the personal property inventories used by companies in producing equipment under a federal contract. A Supreme Court decision held that this type of property was not assessable. This will apply during the current school year only, for assessment figures in subsequent years will not include assessments against such property.

As usual, attempts failed to get the Senate Revenue and Taxation Committee to increase the statutory maximum tax rate. However, for

the first time, the matter was referred to an interim committee for study. Perhaps a more careful study of this problem by the Senate may lead to greater support for such a proposal in the 1961 Session of the Legislature. However, under the terms of Assembly Bill 47 (Chapter 1167, 1959 Statutes), introduced by Assemblyman Alan G. Pattee, the maximum tax rate of any school district may be increased up to 5 cents per \$100 of assessed valuation, and in unified districts the increase may be up to 10 cents per \$100 of assessed valuation for the purpose of meeting the costs incurred for civic center and recreational purposes. Provisions are made in Assembly Bill 1019 (Chapter 1870, 1959 Statutes), introduced by Assemblywoman Dorothy M. Donahoe, for the repayment of apportionments of school building aid in excess of amounts expended within the intent of the act over as long a period as three years when repayment in a single year would require an excessive override tax.

#### LEGISLATION RELATING TO SCHOOL DISTRICT ORGANIZATION

As in the past, the Senate again proved to be the bulwark of defense for small school districts. Attempts to reduce the number of small school districts (which are to be distinguished from necessary small schools through the lapsation after a two-year period of any school district under 25 a.d.a.), as represented by Assembly Bill 948, introduced by Assemblyman Gordon H. Winton, Jr., were defeated in the Senate Education Committee. Furthermore, Assembly Bill 715, introduced by Assemblyman Winton, which would have provided basic aid of only \$120 per unit of a.d.a. to elementary school districts with an a.d.a. of less than 30, or to high school districts with an a.d.a. of less than 50, if they were within reasonable traveling distance from elementary or high schools, met with the same fate in the same Committee. Even the proposed changes in the formula of necessity for elementary schools in the apportionment bill were revised by the Senate Education Committee to bring that aspect of it into line with the present law. In each instance, the same spokesmen for the opposition to these bills appeared before the Committee.

Progress toward improved district organization was made at this session of the Legislature. The passage by the Senate, during the closing hours of the session, of Assembly Bill 1538 (Chapter 1950, 1959 Statutes), introduced by Assemblyman Carley V. Porter, was significant. The appropriation with which to carry on the studies proposed by the bill was eliminated in the Assembly Ways and Means Committee.

This bill, which had been sponsored by most of the professional groups, as well as other organizations throughout the state, including the State Department of Education, provides that on or before September 15, 1963, each county committee on school district organization

shall prepare and submit to the State Board of Education a master plan for district organization including all the territory of the county. The master plan may also include considerations of grades thirteen and fourteen and the establishment of districts which will provide for junior college education. If a county committee fails to submit a master plan on or before September 15, 1963, the State Department of Education is required by law to study and submit to the State Board of Education such a plan by September 15, 1965. Alterations in the proposed master plan may be made by any county committee within a year after it is submitted to the State Board of Education. Approval of the plan or any portions of it by the State Board of Education will be followed, as at the present time, by an election in the areas affected by the plan or portion of the plan under consideration, to determine whether it shall be made effective. Thus, for the first time, systematic master plan studies of the problems of school district organization by each county committee have been mandated.

The Legislature also took action at the session just completed to remove some of the existing deterrents to the unification of school districts. The enactment of Assemblyman Sheridan N. Hegland's bill (Assembly Bill 1414, Chapter 768, 1959 Statutes), provides a procedure to dissolve unified districts. The procedure calls for a petition signed by 25 per cent of the registered voters of the district; a study and recommendation by the county committee on school district organization; review and approval by the State Board of Education; and approval by two-thirds of the electors of the unified district. One of the deterrents to unification has been the realization on the part of the electors that should they wish to change the type of district organization after becoming unified districts, they could not do so. Therefore, frequently, rather than risk an "unhappy marriage," they preferred not to unify.

Senate Bill 86 (Chapter 1637, 1959 Statutes), introduced by Senator Dilworth, removes the deterrent to unification which had existed in some cases in the operation of the laws relating to the State School Building Fund. This bill would make it possible for the computation of the maximum allowable area for school construction for unified school districts to be made on the basis of each separate component elementary district without regard to the area of adequate school construction existing in any other component parts of the unified district.

Another possible deterrent to unification has been removed by the enactment of Assembly Bill 387 (Chapter 107, 1959 Statutes), introduced by Assemblyman Winton, which will enable several larger elementary districts, which constitute a part of a union high school district, to unify without including one of the component elementary school districts of the high school district. The result of such action by the districts becoming unified would result in other districts also

becoming unified because the boundaries of the elementary and high school districts would then be coterminous. The bill further requires a newly unified small district either to establish its own high school within a three-year period following the unification or become lapsed and annexed to a contiguous elementary school district which is a part of an existing high school district, or to a contiguous unified school district. A special district organization bill, Assembly Bill 2522 (Chapter 1397, 1959 Statutes), introduced by Assemblyman Edward E. Elliott, makes it possible for a unified school district to be formed within the boundaries of the Los Angeles City Elementary School District.

In the general area of the county committee's school district organization procedures, Assembly Bill 507 (Chapter 205, 1959 Statutes), introduced by Assemblymen Sheridan N. Hegland, Frank Luckel, and Jack Schrade, revises the procedures to be followed by such committees in presenting plans for school district organization to the State Board of Education. At least one public hearing upon the proposal must be held within the area affected before such a plan can be finally adopted by the Committee and presented to the State Board. Ambiguity in the law relating to the time of holding the public hearing on any proposals has thus been eliminated. In the general field of district organization, Assembly Bill 655 (Chapter 445, 1959 Statutes), introduced by Assemblyman Frank P. Belotti, provides a uniform procedure to be followed in annexing any elementary school district to another elementary school district. Senate Bill 13 (Chapter 1100, 1959 Statutes), introduced by Senator Alan Short, prevents territory annexed to the city from being included in the city school district unless the governing boards of all districts involved agree upon annexation.

#### LEGISLATION PERTAINING TO SCHOOL SITE AND CONSTRUCTION INCLUDING STATE BUILDING AID

No major changes were made in the law relating to the State School Building Aid program, although some bills covering technical amendments to the law were enacted. It should be pointed out, however, that under the terms of Assembly Bill 1637 (Chapter 2177, 1959 Statutes), introduced by Assemblyman Louis Francis, and Senate Bill 1227 (Chapter 1928, 1959 Statutes), introduced by Senator Dilworth, the enrollment projections for site purchases for high schools have been advanced to seven years.

Assembly Bill 156 (Chapter 2110, 1959 Statutes), introduced by Assemblyman William Biddick, Jr., undoubtedly was the most controversial bill offered in the 1959 session. This bill was strenuously opposed by school board members, administrators, and the California Teachers Association because it originally sought to place the ultimate selection of school sites in the hands of the county or city planning commissions. As finally amended, however, it would apply zoning ordinances to

the selection of school sites on a qualified basis. This qualified basis includes the provision that a school board, by a two-thirds vote, could declare the zoning rule inapplicable, whereupon court action would then be available to city or county authorities if they believed the school board's action was arbitrary or capricious. The final decision in this matter would rest in the judgment of the court.

#### LEGISLATION AFFECTING COUNTY SUPERINTENDENTS AND COUNTY BOARDS OF EDUCATION

As at every previous session, there were enacted a number of bills relating to the administration of the public schools at the county level. First of all, it should be pointed out that the Legislature's failure to pass Senate Bill 844, introduced by Senator Paul L. Byrne, which would have given county committees on school district organization the right to determine whether members of the county boards of education, within their respective counties, should be elected at large or by the electors of the trustee areas in which they reside, means that future elections of members of county boards of education will be by the electors of the trustee areas. This was the decision made by the 1957 Legislature when it enacted legislation that became effective on July 1, 1959. Therefore, there will no longer be any election of county board members at large. Senate Bill 333 (Chapter 915, 1959 Statutes), introduced by Senator Albert S. Rodda, provides that whenever the entire county is included within a single school district, the members of the governing board of the district shall also serve on the county board of education.

Under the terms of Assembly Bill 1641 (Chapter 521, 1959 Statutes), introduced by Assemblyman Carlos Bee, a county board of education is authorized to draw up rules and regulations under which the office of the county superintendent of schools shall be administered. This will bring the county superintendent's office into greater conformance with the practice in school districts. This bill further provides that the county board of education must approve the county general fund budget of the county superintendent of schools prior to its submission to the county board of supervisors. Assembly Bill 1016 (Chapter 904, 1959 Statutes), introduced by Assemblyman Edwin L. Z'berg, gives the county board of education the same powers and duties over the operation of the juvenile hall schools by the county superintendent of schools as the governing board of a school district has over such schools maintained by the district. By the same bill, the board of supervisors is given the power of approval of the budget for the juvenile hall schools maintained by the county superintendent of schools.

Under Assembly Bill 381 (Chapter 771, 1959 Statutes), introduced by Assemblywoman Donahoe, county superintendents of schools may now provide individual instruction to preschool minors with speech

disorders or defects who are at least three years of age, for the purpose of remedying such disorders or defects, thus enabling county superintendents to perform the same service which, in 1957, school districts were authorized to perform. This bill also permits county superintendents of schools to purchase from a reserve and restricted fund, accumulated from school districts for audio-visual purposes, items of audio-visual equipment (capital outlay) which would be difficult if not impossible to purchase from the funds received for any particular year.

Since 1955, county superintendents have had responsibility for conducting school district elections for members of governing boards and for tax increase purposes. Under the terms of Senate Bill 366 (Chapter 1133, 1959 Statutes), introduced by Senator James J. McBride, these responsibilities may now be assumed by the county clerk or registrar of voters under the superintendent's supervision through a contractual arrangement between these two offices.

County superintendents of schools will be getting larger salaries in October, 1959. Assembly Bill 2395 (Chapter 2168, 1959 Statutes), introduced by Assemblyman Biddick, originally provided for increases ranging from \$1,500 to \$3,000 in the salaries of the superintendents of schools of all the counties except Alpine. Since salary increases in the amount of 5 per cent were given to almost all state employees and to state college and university instructors, the Assembly altered the bill to provide a 5 per cent increase for county superintendents of schools.

#### LEGISLATION AFFECTING GOVERNING BOARDS OF SCHOOL DISTRICTS

Perhaps the most important single piece of legislation affecting members of the governing boards of school districts who serve for three-year terms is the extension of their terms to four years, and the provision for biennial elections on the third Tuesday of April in the odd numbered years. This bill (Senate Bill 742, Chapter 1759, 1959 Statutes), which was introduced by Senator George Miller, Jr., had the support of groups who were interested in effecting economies in the cost of school elections. These elections will be held in odd numbered years so that they will not conflict with the primary elections. In order to postpone the need for elections until 1961, the law provides that trustees' terms which expire on June 30, 1960 shall be automatically extended to June 30, 1961. City boards of education have been empowered by Assembly Bill 1736 (Chapter 838, 1959 Statutes), introduced by Assemblyman Richard H. McColister, to consolidate their election day with that for other school districts, if the day of the election is not fixed by the city charter.

However, through an oversight, this extension of term did not cover the members of the county boards of education whose terms expire in

1960, and who would have normally been elected in the school elections held at that time. Just what solution to this problem will be found at this point remains unknown. It poses no problem in those counties where the members of the county board of education are elected in the primary elections on even numbered years. The problem is raised only for those counties in which the selection of the county board of education is conducted in connection with the regular school district elections.

School boards will be authorized to contract with each other for joint research projects, and to direct county boards of supervisors concerning the sale of school district bonds, by Assembly Bills 1537 and 1532 (Chapters 1181 and 1293 respectively, 1959 Statutes), both introduced by Assemblyman Porter. Under Assembly Bill 1537, the directions of a district governing board to a county board of supervisors may include a statement regarding the total amount of bonds to be sold at any one time, the maximum acceptable interest rate, not exceeding 5 per cent, and the time or times when the whole or any part of the principal of the bonds shall be payable, which shall not be more than 25 years from the date of the bonds. Under this legislation, the governing board of a school district, in the sale of its bonds, may be able to secure terms more favorable to the district.

Under the provisions of Senate Bill 151 (Chapter 224, 1959 Statutes), introduced by Senator John A. Murdy, Jr., a district may be divided into trustee areas for the purpose of electing members of the governing board. Although each trustee area must have at least one member on the board, the member elected from among the registered voters of each trustee area shall be elected by the registered voters of the entire school district. A proposal to provide trustee areas in the school district may be initiated by the county committee on its own motion or by a petition signed by the requisite number of the governing board of the school district, or by a petition addressed to the county committee and signed by at least 2 per cent of the qualified electors residing in the school district. The proposal for the division of the district into trustee areas is then subject to ratification by the electors of the school district.

#### LEGISLATION AFFECTING INSTRUCTIONAL AND EDUCATIONAL SERVICE AREAS

Legislation was enacted relating to the areas of instructional and educational services in a number of bills. One of great interest is the modification of the controversial cumulative record bill, which was passed in 1958, through the enactment by the 1959 Legislature of Assembly Bill 2648 (Chapter 198, 1959 Statutes), introduced by Assemblyman Lloyd W. Lowrey during the closing days of the 1959 session.

Scheduled to become effective on July 1, 1960, the bill, as originally enacted in 1958, called for the transfer of cumulative records from

district to district, with the pupil, and stipulated that the records "shall be available to the pupil's parents for inspection on request." This year's amendment provides instead that the records "may be available to the pupil's parents for inspection during consultation with a certified employee of the district." The amended bill also provides for the transfer of a copy of a pupil's record instead of the original.

Under the terms of Senate Bill 783 (Chapter 570, 1959 Statutes), introduced by Senator Fred S. Farr, governing boards of school districts may exempt any senior or four-year high school student enrolled in grades nine through twelve from taking required physical education courses if the pupil is engaged in a regularly school sponsored interscholastic athletic program carried on wholly or partially after regular school hours. Evening study halls in high schools may be maintained by the governing board of a high school district under the terms of Assembly Bill 1595 (Chapter 1297, 1959 Statutes), introduced by Assemblywoman Donahoe, if the study halls are under the supervision of a certificated employee who volunteers for such service and is paid by the board for services in this capacity. It is further provided that no state apportionment monies shall be expended for the compensation of the supervisors of such evening study halls.

Continued California participation in the National Defense Education Act (Public Law 864), was guaranteed by the passage of Assembly Bill 571 (Chapter 1286, 1959 Statutes), introduced by Assemblyman Bee. This bill appropriates \$300,000, thereby making California eligible for an additional \$5,000,000 in Federal Funds. The major portion of the money thus appropriated will be spent for the expansion or improvement of supervisory services in the public schools in the fields of science, mathematics, and foreign languages. The program developed thus far in our public schools has been made possible because the National Defense Education Act of 1958 did not require any matching funds during the first year of its operation. However, to continue to receive Federal funds under this program, the enactment of Assembly Bill 571 was essential. Enabling legislation by which California accepted the provisions of the National Defense Education Act of 1958, was provided by Assembly Bill 1081 (Chapter 952, 1959 Statutes), introduced by Assemblyman George G. Crawford.

While it was not possible for us to secure additional funds for reimbursement to school districts for behind-the-wheel driver training in the apportionment bill, nevertheless, the program of driver training did become the subject of some legislation enacted by the 1959 session. By Senate Bill 591 (Chapter 256, 1959 Statutes), introduced by Senator Eugene McAtee, automobile driver training classes may be maintained on Saturdays and during summer, Christmas, and Easter vacations. On the other hand, by the provisions of Assembly Bill 399 (Chapter 1864, 1959 Statutes), introduced by Assemblyman Clark L. Bradley, driver

training instruction cannot be given to students who are under fifteen years and six months of age.

Some modification in the entrance age to the first grade was provided through the enactment of Senate Bill 1467 (Chapter 1227, 1959 Statutes), introduced by Senator John F. Thompson. Henceforth, a child who has been lawfully admitted to a public school kindergarten in California or in any other state and has completed one year therein, shall be admitted to the first grade of a public elementary school regardless of his age. The bill further provides that when a child has been legally enrolled in the public schools of a district either in California or another state, he may be admitted to a school in another district and placed in the grade of enrollment in the district of former attendance at the discretion of the school administration of the district which he enters.

The matter of pupil discipline also came in for consideration by the legislators at the session just closed. Assembly Bill 2299 (Chapter 2130, 1959 Statutes), introduced by Assemblyman Charles B. Garrigus, mandates governing boards of school districts to adopt rules and regulations authorizing teachers and principals and other certificated personnel to administer "reasonable corporal or other punishment" to pupils when such action is deemed an appropriate corrective measure.

In the general area of school libraries, much legislation was enacted, not the least of which was the passage of Assembly Bill 1328 (Chapter 1816, 1959 Statutes), introduced by Assemblyman Geddes, which would permit school libraries to contain publications of a sectarian, partisan, or denominational character. A long battle to create the position of library consultant in the Department of Education was won at this session by Assemblyman Geddes, who introduced Assembly Bill 1009 (Chapter 2052, 1959 Statutes), which created the position and provided an appropriation of \$15,000 with which to support it.

#### LEGISLATION AFFECTING SPECIAL EDUCATION

Very substantial increases in the amounts of reimbursement for the excess costs to school districts and county superintendents of schools for maintaining programs for the physically handicapped and mentally retarded were included in the apportionment bill discussed earlier in this article. The total amount reserved to meet the cost of the special education program was increased from \$5.15 to \$7.64 per unit of total a.d.a. The amount of reimbursement of excess expenses per unit of a.d.a. was increased for (1) the physically handicapped, from \$600 to \$910; (2) the mentally retarded, from \$200 to \$375; (3) the severely mentally retarded, from \$450 to \$670; and (4) for transporting physically handicapped and severely mentally retarded, from \$350 to \$475.

Two bills introduced by Assemblyman Bee, Assembly Bills 453 and 454 (Chapters 1619 and 405, respectively, 1959 Statutes), make provision

for transportation allowances from the state for the reimbursement of the costs of transporting physically handicapped pupils involved in an integrated program in regular classrooms, and for advance apportionments to school districts maintaining physically handicapped classes for the first time. Henceforth, under the provisions of Assembly Bill 917 (Chapter 320, 1959 Statutes), introduced by Assemblywoman Donahoe, a school district which does not maintain facilities for the education of physically handicapped minors shall be required to enter into a contract with either a school district in the same or another county or with a county superintendent of schools maintaining such facilities for the education of these children. Such a contract shall also provide for the payment of tuition costs by the district of residence of the physically handicapped minor. This legislation is designed to guarantee every physically handicapped minor in California the right to an education. Senate Bill 738 (Chapter 1852, 1959 Statutes), introduced by Senator McBride, makes it possible to reimburse school districts for the transportation of physically handicapped minors from one district to another in order that the pupils may attend classes.

Senator McBride was also the author of Senate Bill 672 (Chapter 1758, 1959 Statutes), which authorizes the State Board of Education to adopt rules and regulations governing the establishment and conduct of programs for physically handicapped and mentally retarded minors enrolled in special day classes to prepare them for suitable occupations. Such programs shall, in effect, be similar to the work-experience programs authorized for regular students. School districts and county superintendents of schools may contract for the required services with sheltered workshops and other work establishments approved for supervised occupational training of physically handicapped and mentally retarded minors, and reimburse these workshops and establishments for the expenses they incur in providing the training.

In the area of the education of the mentally retarded, substantial changes were made in the financial support of the program by Senate Bill 724 (Chapter 1850, 1959 Statutes), introduced by Senator Rodda. Under the provisions of this bill, the so-called "double-taxation" which has prevailed up to now has been eliminated. Such taxation arose from the fact that school districts with over 900 a.d.a. were required to maintain their own programs for the mentally retarded pupils and were subject to a countywide tax to support the education of such pupils that was provided in classes maintained by the county superintendent of schools in districts under 900 a.d.a.

Henceforth, the cost of classes maintained by county superintendents of schools will be borne by a district tax levied against the territory of all elementary districts in the county that have under 900 a.d.a. This district tax shall be an override tax, but shall not exceed the amount

of 10 cents per \$100 of assessed valuation. In the event the amount received from the tax levied is less than the amount certified by the county superintendent of schools, the difference, with the approval of the Superintendent of Public Instruction, shall be taken out of the emergency fund in the County School Service Fund. Furthermore, in those elementary school districts and unified school districts with over 900 a.d.a. providing their own program, Senate Bill 724 permits the levying of an override tax of sufficient amount to pay the incurred costs of providing this program. In this way, the classes for the mentally retarded are supported from a tax that is in excess of the statutory maximum established for the district.

Under the provisions of Senate Bill 1214 (Chapter 1701, 1959 Statutes), introduced by Senator Stanford C. Shaw, the classes for the severely mentally retarded may be maintained by a high school district.

#### LEGISLATION AFFECTING HIGHER EDUCATION INCLUDING JUNIOR COLLEGES

In the adoption of Assembly Concurrent Resolution 88 (Resolution Chapter 200, 1959 Statutes), both Houses of the Legislature joined in calling upon the Regents of the University of California and the State Board of Education to co-operate in the development of plans for higher education, including junior colleges, in a master plan for higher education which is to be submitted to the Legislature by February, 1960. This master plan, which is to be developed by the Liaison Committee of the two Boards, should provide for "the development, expansion, and integration of the facilities, curriculum, and standards of higher education in junior colleges, state colleges, the University of California, and other institutions of higher education of the State."

This legislation resulted in the postponement of action on the establishment of several proposed new state colleges and also caused the abandonment of measures calling for the creation of a separate State College Board and for the election of the State Board of Education.

In the field of junior college education, the enactment of Senate Bill 285 (Chapter 1130, 1959 Statutes), introduced by Senator Rodda, and Assembly Bill 10 (Chapter 1613, 1959 Statutes), introduced by Assemblyman Hegland, makes possible, upon the recommendation of a high school principal, the admission of up to 5 per cent of the total number of students in the twelfth grade to a junior college as special part-time students. Such students, are, however, required to attend high school for a minimum school day. For the purposes of allowances and apportionments from the State School Fund, a junior college may count the attendance of each such special part-time student up to one-third of a unit of a.d.a. The high school will also receive credit for the students' high school attendance for purposes of apportionment.

Senate Bill 1092 (Chapter 1606, 1959 Statutes), introduced by Senator Dilworth, provides for the first time that a district maintaining a junior college may be authorized to accept out-of-state students and charge them nonresident tuition fees. A nonresident, according to this act, is one who would be deemed nonresident for admission to a state college in California. Such a student also would be considered a nonresident for purposes of junior college tuition unless the parent or guardian of the student is actually residing in California at the time of his registration in the junior college. These tuition charges for non-California residents may be made in either of the following ways: (1) by contracting with either the appropriate state agency or with the local agency of another state for the payment of the cost to the district of educating the non-California students on the same basis as the tuition contributed for California students who reside in territory which is not a part of a district maintaining a junior college; or (2) by fixing a nonresident fee which shall be uniform and be required of each nonresident student. The fee shall be not less than the fee required of nonresident students enrolled in the first two years of a state college, nor more than the cost to the district of educating the students, less state apportionments and any charges for the use of the buildings.

Senator Dilworth also introduced Senate Bill 87 (Chapter 1683, 1959 Statutes), which authorizes a junior college district to maintain classes outside the district for students who are primarily not residents of the junior college district. This act, which sets up the procedure by which approval of such classes may be secured, has a two-year termination date. As a result of a year's study by interested parties, the Legislature also enacted Assembly Bill 914 (Chapter 412, 1959 Statutes), introduced by Assemblywoman Donahoe, which establishes a uniform billing procedure for the computation and payment of junior college tuition for students attending California's public junior colleges who reside in territory not in any district maintaining a junior college.

#### LEGISLATION AFFECTING BENEFITS FOR SCHOOL DISTRICT EMPLOYEES

A number of bills were passed relating to benefits for the certificated and noncertificated employees of school districts and of county superintendents of schools. For the first time, the California School Employees Association had the services of an able and full-time legislative representative in Sacramento. As a result, and for other reasons, a number of bills were passed, mostly introduced by Assemblywoman Donahoe, which extended sick leave benefits, provided for annual contracts, leaves of absence for jury duty, and other benefits for the classified employees.

Increased benefits to certificated employees include an increase in the minimum salary to \$4,500 for regularly credentialed teachers, effective July 1, 1960, by the enactment of Assembly Bill 1008 (Chapter

1811, 1959 Statutes), introduced by Assemblyman Geddes. Clarification concerning the payment of teachers on leave of absence for maternity was also provided through the enactment of Assembly Bill 325 (Chapter 149, 1959 Statutes), introduced by Assemblyman Winton. In the retirement field, the establishment of survivor benefits for teachers was a high light of the recent legislative session. Members of the State Teachers' Retirement System, through bills introduced by Assemblyman Porter (Assembly Bill 1675, Chapter 2060, 1959 Statutes), and Senator Dilworth (Senate Bill 750, not enacted), are the first sizeable group of public employees to be granted such benefits in California. It was Assemblyman Porter's measure which finally reached the Governor's desk. The allowances which will be provided by Assembly Bill 1675 are as follows:

1. A surviving widow or dependent widower, having care of one unmarried child under age, receives \$180 per month. If there are two or more children, the allowance is \$250.
2. If there is no surviving spouse or such spouse dies or remarries, an allowance of \$90 is paid to one child; \$180 to two children; and if there are three or more children, the maximum amount of \$250 is divided equally among them.
3. If there are no surviving spouses or children, a dependent mother aged 62, or dependent father aged 65, may receive an allowance of \$90 per month.

Allowances are not provided for the surviving spouse who does not have care of minor or incapacitated children, unless a widow aged 62, or a dependent widower aged 65. The allowances are available only to survivors of active members of the system and the coverage is not extended to retired members, either present or future.

While passing a total of 21 bills affecting teachers' retirement, the Legislature declined to approve any measures other than the survivors' benefit bill to liberalize or add to the allowances under the system. However, Assembly Bill 2037 (Chapter 1543, 1959 Statutes), introduced by Assemblyman Edward M. Gaffney, authorizes deductions to be made from the benefit checks of retired teachers for payment of premiums in group health, accident, and hospitalization insurance plans.

No changes were made in the tenure laws, although a last minute attempt to reconcile Assembly and Senate differences over the size of school districts to which mandatory tenure should apply, collapsed during the closing hours of the session when the Senate refused to accept the compromise drafted by a Free Conference Committee which had recommended that tenure become mandatory in districts having 650 units or more of a.d.a. By two Assembly Bills, 1111 and 1113 (Chapters 762 and 764, respectively, 1959 Statutes), introduced by

Assemblyman George E. Brown, school districts were authorized to replace school employees' property damaged in the line of duty through no fault of the employees.

The legislative measures outlined here, which were placed upon the statute books by the 1959 Legislature, reveal in the field of education, as in other fields of governmental activity, that the men and women who completed their legislative labors on June 19 were productive of much good and needful legislation. Certainly Governor Brown's statement, "Together, I believe we have written a record that will be remembered long after we are gone," which he made during the final minutes of the session, was accurate.

## FINANCING THE ACQUISITION OF CAPITAL ASSETS FOR THE CALIFORNIA PUBLIC SCHOOLS FOR FIVE FISCAL YEARS, 1953-54 THROUGH 1957-58

RAY H. JOHNSON, *Chief, Bureau of School Apportionments and Reports*

Because of the rapidly increasing number of pupils enrolled in California public schools during the past several years, attention has of necessity been focused on the problems involved in securing adequate facilities as they are needed. The following statement by Carl M. Frisen, Senior Research Technician, California State Department of Finance, indicates that the public schools will continue to be faced with these problems:

"Today's public and elementary high schools enroll three million pupils—more than double the number recorded only eleven years ago. The postwar enrollment bulge has brought an average annual increase of 140,000 pupils, but there is no let-up in sight. By 1970 there will be five and one-quarter million pupils attending California's public schools, representing an average future gain of almost 180,000 new children each year."

The major share of the revenues of California school districts for capital outlay purposes are from funds (1) raised by taxes on property in the districts; (2) secured as loan-grants under the state school aid program; and (3) received as grants from the federal government under the provisions of Public Law 815.

School district bonds may be issued for each level of education in amounts equal to 5 per cent of the assessed value of taxable property in the district as shown by the last equalized assessment roll of the county in which the district is located. The bonds, however, may be issued only after the governing board of the district has called a bond election, and two-thirds of the votes cast in the election favor the bond issue. The bonds may be sold as funds are needed for the purposes for which the bonds are issued at an interest rate that is not in excess of 5 per cent. The proceeds are deposited in the Building Fund of the district, except that portion which is required to pay any premium or accrued interest and which is deposited in the Bond Interest and Redemption Fund.<sup>1</sup>

Table 1 shows the resources made available by the sale of bonds, and the outstanding bonded indebtedness of California school districts at the close of each of five fiscal years.

At the time of making the levy of taxes for county purposes, the board of supervisors of the county must levy a tax on the property of the district sufficient to pay the annual interest on the bonds and the principal that comes due during the fiscal year. The proceeds of

<sup>1</sup> Referred to in law as the Bond Interest and Sinking Fund.

TABLE 1

**AMOUNT OF BONDS SOLD AND BONDED INDEBTEDNESS FOR EACH  
FISCAL YEAR, 1953-54 THROUGH 1957-58, FOR EACH TYPE  
OF DISTRICT**

Type of district	Bonds sold				
	1953-54	1954-55	1955-56	1956-57	1957-58
Elementary --	\$54,000,000	\$61,636,000	\$72,567,500	\$74,104,500	\$63,586,000
High school --	64,876,000	68,365,000	66,275,000	95,727,000	107,250,000
Junior college	1,369,000	4,970,000	7,500,000	13,516,000	7,285,000
Unified -----	49,310,000	54,382,000	43,287,000	51,298,000	83,893,000
Total ----	\$169,555,000	\$189,353,000	\$189,629,500	\$234,645,500	\$262,014,000
Bonded indebtedness, June 30					
Elementary --	\$274,152,281	\$311,007,753	\$362,486,857	\$408,050,799	\$444,826,512
High school --	257,676,238	308,261,483	354,943,728	428,965,473	510,770,284
Junior college	11,905,000	16,158,000	22,920,000	35,253,000	40,799,000
Unified -----	300,299,911	347,682,504	372,391,473	406,800,891	467,650,433
Total ----	\$844,033,430	\$983,109,740	\$1,112,742,058	\$1,279,070,163	\$1,464,046,229

TABLE 2

**AMOUNT OF DISTRICT TAX RECEIPTS, BOND INTEREST, AND BOND  
REDEMPTION FOR EACH FISCAL YEAR, 1953-54 THROUGH 1957-58,  
FOR EACH TYPE OF DISTRICT**

Type of district	1953-54	1954-55	1955-56	1956-57	1957-58
<b>Elementary:</b>					
Tax receipts -----	\$24,542,480	\$26,866,271	\$30,999,927	\$35,784,938	\$40,058,035
Bond interest -----	6,106,664	7,348,936	8,314,493	9,750,845	11,954,276
Bond redemption -----	15,936,080	17,757,598	20,388,644	23,202,850	26,033,087
<b>High school:</b>					
Tax receipts -----	\$21,819,936	\$25,029,343	\$28,644,546	\$33,145,062	\$42,676,564
Bond interest -----	5,356,880	7,089,886	8,517,866	9,547,757	12,610,581
Bond redemption -----	13,037,255	15,921,755	18,999,755	21,506,255	25,274,358
<b>Junior college:</b>					
Tax receipts -----	\$995,418	\$944,202	\$1,617,349	\$2,612,361	\$2,362,270
Bond interest -----	228,241	264,368	387,158	646,376	1,170,816
Bond redemption -----	679,000	717,000	738,000	1,183,000	1,739,000
<b>Unified:</b>					
Tax receipts -----	\$21,674,354	\$22,551,455	\$26,361,702	\$29,665,046	\$33,480,472
Bond interest -----	6,072,828	7,701,330	8,305,671	9,139,484	10,600,943
Bond redemption -----	14,217,218	16,902,537	19,430,783	21,386,582	24,518,561

the tax are deposited in the Bond Interest and Redemption Fund of the district. Table 2 shows the amount of tax receipts deposited to the credit of the bond interest and redemption funds of California school districts, and the payments made for interest and bond redemption for each of five fiscal years.

The current efforts of a school district to meet its obligations through the issuance of bonds can be measured to some extent by comparing the assessed valuation of the district with the bond interest and redemption payments on its bonded indebtedness for a fiscal year. Table 3 presents these data and shows the relationship of the total obligation to the value of the property of the districts concerned for each fiscal year. This is expressed by showing the tax receipts per \$100 of assessed valuation required to meet the obligations.

The efforts of the school districts may also be shown by comparing the amount of outstanding bonded indebtedness with the legal maximum amount of bonds to be issued. As of June 30, 1958, there was an outstanding bonded indebtedness to the extent of 54.29 per cent of the bonding capacity of all elementary school districts; 56.32 per cent of the high school districts; 7.68 per cent of the junior college districts; and 45.96 per cent of the unified school districts.

TABLE 3

TOTAL ASSESSED VALUATION, TOTAL BOND INTEREST AND REDEMPTION PAYMENTS, AND THE AMOUNT REQUIRED TO BE RAISED IN TAX RECEIPTS FOR EACH \$100 OF ASSESSED VALUATION FOR THE FISCAL YEARS 1953-54 AND 1957-58, FOR ALL TYPES OF DISTRICTS

Type of district	Assessed valuation		Bond interest and redemption payments		Tax receipts required per \$100 of assessed valuation	
	1953-54	1957-58	1953-54	1957-58	1953-54	1957-58
Elementary	\$10,460,865,433	\$14,965,350,500	\$22,042,744	\$37,987,363	\$ .2107	\$ .2538
High school	10,341,636,821	15,022,770,493	18,394,135	37,884,939	.1779	.2522
Junior college	4,877,771,750	7,672,161,740	907,241	2,909,816	.0186	.0379
Unified	5,415,655,185	7,860,082,204	20,290,046	35,119,504	.3747	.4468
Total			\$61,634,166	\$113,901,622		

An analysis of the data in Table 3 shows that from 1953-54 to 1957-58, the assessed valuations of school districts have increased considerably and that payments for bond interest redemption have increased to an even greater degree. The following tabulation shows the per cent of increase in assessed valuations and in payments for each type of district.

Type of district		Per cent of increase
	In assessed valuation	In payments
Elementary school	43	72
High school	45	106
Junior college	57	221
Unified	45	73

A comparison between the amounts of tax receipts required for each \$100 of assessed valuation during 1953-54, and during 1957-58, shows that an increase occurred in each type of district.

During the 1957-58 fiscal year, 1,164 school districts (64.03 per cent of the state total of 1,818), had outstanding bonded indebtedness. Table 4 shows the number of school districts requiring a tax levy and the amount of the levy expressed in five-cent ranges from \$0-.05 to \$0.91 and over. Of the school districts listed with a tax rate of over \$0.91, one elementary school district had a rate of \$0.96, the other had a rate of \$1.85; and nine unified districts had rates of \$0.9180, \$0.92, \$0.9681, \$0.97, \$0.9893, \$0.99, \$1.01, \$1.01, and \$1.22, respectively. The generally higher tax levies for the unified districts, as shown in Table 4, may be accounted for by the fact that these districts provide two or three levels of education whereas the other districts in most instances provide only one level.

TABLE 4  
DISTRIBUTION OF SCHOOL DISTRICTS, BY TYPE, ACCORDING TO TAX RATE LEVIED FOR BOND INTEREST AND REDEMPTION, 1957-58

Range of tax rate	Elementary	High school	Junior college	Unified	Total
.0-.05.....	24	9	6	5	44
.06-.10.....	34	11	1	1	47
.11-.15.....	72	27	5		104
.16-.20.....	108	23		4	135
.21-.25.....	144	11		7	162
.26-.30.....	122	24		7	153
.31-.35.....	125	25		5	155
.36-.40.....	87	21		5	113
.41-.45.....	68	10		7	85
.46-.50.....	35	4		7	46
.51-.55.....	22	6		4	32
.56-.60.....	17	2		12	31
.61-.65.....	8	1		3	12
.66-.70.....	4			9	13
.71-.75.....	4	1		2	7
.76-.80.....	7			4	11
.81-.85.....	2				2
.86-.90.....	1				1
.91 and over.....	2			9	11
Total.....	886	175	12	91	1,164

Shortly after the close of World War II, it became evident that many of the school districts had insufficient resources to finance the school facilities required to meet the needs that had accumulated during the war. In 1947, the Legislature appropriated 30 million dollars<sup>2</sup> for grants to "impoverished" school districts through the Emergency School Building Fund. This amount, however, was reduced to 20 million dollars by the Governor. In 1948, this appropriation was augmented by an additional 35 million dollars. Applications for these emergency grants amounted to 315 million dollars, which was 260 million dollars in excess of the funds made available. The 1949 Legislature, recognizing the need for a permanent program, submitted to the electorate a constitutional amendment which made the required funds available. This amendment was approved at the general election of November 8, 1949, and the amount of 250 million dollars was made available through the Public School Building Fund for allocation to school districts to assist them in financing required construction projects.<sup>3</sup> Apportionments from this fund are made to school districts that have exhausted their normal local resources, according to priority based on overcrowding and other factors. Financing for the purchase of sites and the construction of classrooms and essential auxiliary facilities (limited to a maximum area per pupil based upon a two-year estimate of school attendance) may be obtained for impoverished districts. The repayment to the state of funds secured by the district is determined by the district's ability to repay. Any unpaid balances are turned into grants to the district at the end of 30 years except when the money was borrowed for the construction of multipurpose rooms, in which case repayments must be made for 40 years.

In less than two years, applications were made for sums in excess of the amount provided in the Public School Building Loan Fund. The present School Building Aid program was established in 1952. In this program an initial bond issue of 185 million dollars was approved at the election on November 4, 1952, and the Legislature provided for these funds to be distributed through the State School Building Fund.<sup>4</sup> Subsequent bond issues for 100 million dollars in 1954, 100 million dollars in 1956, and 220 million dollars in 1958, raised the total fund authorized to be handled through the State School Building Fund to 605 million dollars.

A report to the Legislature<sup>5</sup> by the State Department of Finance in 1959 shows that school building aid projects accounted for completion of 23,800 classrooms from 1947 through December 31, 1958; and for 3,100 classrooms placed under construction in 1958.

<sup>2</sup> Chapter 1.5, Division 3, Education Code (Chapter 1575, Statutes of 1947).

<sup>3</sup> Chapter 1.6, Division 3, Education Code (Chapter 1389, Statutes of 1949).

<sup>4</sup> Chapter 19, Division 3, Education Code (Chapter 27, Statutes of 1952, Second Extra Session).

<sup>5</sup> "Report of Activities, Local Allocation Division, for the Year Ending December 31, 1958,"

California State Department of Finance, 1959.

Table 5 shows the amounts reported to the State Department of Education by school districts as state aid from the public school building loan program and the state school building aid program for a five-year period. No data are shown regarding funds made available through the Emergency School Building Fund which was exhausted prior to 1953-54, as only minor transactions had been made during the five-year period. Table 8 shows that the last expenditure from this fund was made in the 1954-55 fiscal year. Table 5 shows declining activity in the use of the Public School Building Fund.

Each school district is notified annually by the State Controller of the amount the district is required to repay the state during the succeeding fiscal year. Table 6 shows the repayments made during each of five fiscal years and the total indebtedness as of June 30, by type of district.

In the preparation of the budget the governing board of the school district must include the amount to be repaid. A separate tax is required to be levied on the property of the district to produce the revenue needed for payment. Table 7 shows the number of districts reporting tax levies for this purpose, the tax rates, and the assessed valuation for such districts for 1957-58, by type of district.

Some measure of the size of the state loan program may be gained by looking at the per cent of the total assessed valuation of the various types of school districts used as a basis for repayments made during 1957-58. The assessed valuation of the elementary school districts making repayments to the Public School Building Fund was 24 per cent of the total assessed valuation of all elementary school districts. For high school and unified districts the per cents were 4 and 12, respectively.

A lesser per cent is involved for districts making repayments to the State School Building Fund during that year. The assessed valuation of the districts affected were equal to 9 per cent for elementary school, 7 per cent for high school, and 1.5 per cent for unified school districts. In Tables 5, 6, and 7, no data are shown relating to junior college districts, which did not participate in the state loan programs during the fiscal years, 1953-54 through 1957-58.

Under Public Law 815, as enacted in 1950, and amended in subsequent sessions of Congress, a total of \$117,681,994 has been made available to California school districts for construction purposes. Grants of federal funds are made directly to local school districts upon which federal government activities have imposed financial burdens. Payments are made to school districts where evidence indicates that there has been or will be a substantial increase in the enrollment of pupils in one of the following categories:

1. Children who reside on federal property with parents who work on federal property;
2. Children who either live on federal property or whose parents work on federal property, but not both; and

**TABLE 5**  
**STATE AID ALLOCATED TO SCHOOL DISTRICTS FROM THE PUBLIC SCHOOL BUILDING FUND AND STATE SCHOOL  
 BUILDING FUND FOR 1953-54 THROUGH 1957-58 FOR EACH TYPE OF DISTRICT**

Type of district	Public School Building Fund				Total
	1953-54	1954-55	1955-56	1956-57	
Elementary-----	\$26,073,830.89	\$2,673,361.59	\$120,009.87	\$-67,729.38	\$28,663,950.14
High school-----	3,121,214.86	819,813.83	81,399.53	-1,808.95	4,020,657.27
Unified-----	4,823,182.55	1,509,821.05	56,297.83	-15,09.22	6,345,910.28
Total-----	\$34,018,228.30	\$5,002,996.47	\$257,707.23	\$-85,247.55	\$39,030,517.69
State School Building Fund					
Elementary-----	\$10,795,969.04	\$41,084,752.09	\$89,335,060.33	\$65,903,953.74	\$52,959,129.48
High school-----	1,177,087.55	3,309,508.78	10,536,066.60	18,747,542.80	20,672,535.15
Unified-----	425,865.00	3,326,968.59	3,761,315.34	4,942,821.80	11,759,386.73
Total-----	\$12,398,921.59	\$47,721,229.46	\$73,632,442.27	\$89,594,318.34	\$85,391,051.56
					\$308,737,963.22

TABLE 6

**TOTAL REPAYMENTS MADE DURING EACH FISCAL YEAR AND  
OUTSTANDING LOANS AS OF JUNE 30, 1953-54 THROUGH  
1957-58 FOR EACH TYPE OF DISTRICT**

Public School Building Fund				
Repayments and outstanding loans	Type of district			Total
	Elementary	High school	Unified	
<b>Repayments:</b>				
1953-54-----	\$2,988,429.16	\$504,814.77	\$241,465.84	\$3,734,709.77
1954-55-----	4,119,433.16	756,360.07	442,710.72	5,318,503.95
1955-56-----	5,062,193.76	978,270.15	564,012.82	6,604,476.73
1956-57-----	6,232,168.76	1,115,754.07	903,178.79	8,251,101.62
1957-58-----	7,161,403.33	1,440,420.45	863,897.42	9,465,721.20
<b>Outstanding loans:</b>				
1953-54-----	\$194,051,245.87	\$12,295,506.45	\$18,472,121.14	\$224,818,873.46
1954-55-----	194,340,853.04	12,558,208.72	21,335,432.54	228,234,494.30
1955-56-----	193,475,179.61	11,879,627.93	21,417,408.71	226,772,216.25
1956-57-----	183,980,803.01	11,106,284.26	26,346,445.10	221,433,532.37
1957-58-----	180,772,578.84	9,736,346.68	28,301,535.98	218,810,461.50

State School Building Fund				
Repayments:				
	Elementary	High school	Unified	
<b>Repayments:</b>				
1953-54-----				
1954-55-----				
1955-56-----	\$292,124.07	\$88,786.98	\$5,001.90	\$385,912.95
1956-57-----	676,735.06	496,369.64	50,602.50	1,223,707.20
1957-58-----	1,457,733.28	1,398,687.45	134,582.23	2,991,002.96
<b>Outstanding loans:</b>				
1953-54-----	\$10,795,969.04	\$1,177,087.55	\$425,865.00	\$12,398,921.59
1954-55-----	52,044,652.54	4,481,473.19	3,530,466.10	60,056,591.83
1955-56-----	111,490,707.64	15,010,545.65	7,522,696.68	134,023,949.97
1956-57-----	176,673,519.53	34,012,504.23	11,915,895.68	222,601,919.44
1957-58-----	221,444,722.48	51,180,417.37	23,428,393.71	296,053,533.56

3. Children whose attendance at school is the result of activities of the federal government which are carried on directly by the government or through a contractor.

Applications are submitted through the State Department of Education, which certifies that the data reported for eligibility are accurate and that the proposed construction is not inconsistent with over-all state plans for school construction. The Office of Education, United States Department of Health, Education and Welfare, reports as of

TABLE 7

NUMBER OF DISTRICTS LEVYING SPECIFIED TAX RATE AND THE  
ASSESSED VALUATION OF THE DISTRICTS FOR EACH TYPE,  
1957-58 FISCAL YEAR

Public School Building Fund			
Tax rate and assessed valuation	Elementary	High school	Unified
Tax rate:			
.0-.05	20		5
.06-.10	32		3
.11-.15	60	2	4
.16-.20	71	2	2
.21-.25	63	5	4
.26-.30	35		1
.31-.35	4	1	
.36-.40			1
.56-.60			1
Assessed valuation:	\$3,994,288,760	\$683,975,757	\$949,852,311

State School Building Fund			
Tax rate:			
.0-.05	44	5	2
.06-.10	26	1	2
.11-.15	29	1	3
.16-.20	22	2	
.21-.25	5	1	
.26-.30	4		
.31-.35			1
Assessed valuation:	\$1,513,760,772	\$1,175,126,985	\$121,569,215

October 3, 1958, that during the fiscal years 1951 through 1958, 484 separate projects for California were approved for a total of 4,533 classrooms to house 140,523 children.<sup>6</sup> The amounts of funds reserved for California for each of the five years, 1953-54 through 1957-58, are shown in the following tabulation:

Fiscal year	Amount reserved
1953-54	\$32,354,929
1954-55	10,025,612
1955-56	8,931,702
1956-57	18,736,096
1957-58	9,158,428

<sup>6</sup> Administration of Public Laws 874 and 815, 8th Annual Report of the United States Commissioner of Education June 30, 1958. U. S. Department of Health, Education, and Welfare, Office of Education, 1959.

Some school districts do not find it necessary to issue bonds, and some are unable to qualify for state assistance because they have a higher assessed valuation per unit of a.d.a. than other districts have. School districts expended \$301,597,431.37 of the revenues deposited to the credit of the General Fund for the period studied. Districts which assume obligations to the state also make minor expenditures for capital outlay from the General Fund and such amounts are included in the figure cited above. Federal aid that is to be used for a specified project is deposited in the fund from which expenditures are to be made for the project. Monies from Federal aid may therefore be distributed among several different funds.

A total of \$18,092,620.03 was expended from the Special Reserve Fund established as provided in the statutes for the purpose of accumulating funds for capital outlay. Most of the revenues from this fund are provided from two sources:

(1) Monies transferred from the General Fund of the district in accordance with a resolution of the governing board as authorized by law; and

(2) Monies paid as provided by law from county junior college tuition tax funds to districts maintaining junior colleges, for the expenses of providing facilities for pupils attending the college and not residing in a district maintaining a junior college.

In addition, the amount of \$446,451.83 was spent from the Child Care Center Fund for capital outlay.

The expenditures made for capital outlay include those for land, for the acquisition and enlargement of school sites, for permanent improvements of grounds, for purchase, construction, and addition to buildings, and for the acquisition of additional equipment of a permanent nature other than replacements.<sup>7</sup>

Table 8 shows the amount expended from each school fund for capital outlay purposes by all school districts for the five-year period.

In Table 9, these expenditures are classified, and the total amounts expended for each classification during the five-year period for each class are shown.

Table 10 shows the expenditures for capital outlay for each of the five fiscal years, by type of school district.

Table 11 shows the total current expense, the total expense for capital outlay, and the per cent of the total expenditures of school districts devoted to capital outlay during the fiscal year 1957-58.

<sup>7</sup> California School Accounting Manual, Bulletin of the California State Department of Education, Vol. XX, No. 2, March, 1951. Pages 35-38 include a definition of capital outlay, and list items included and items excluded, as well as general information and a treatment of the subordinate classes of this major class.

**TABLE 8**  
**SUMMARY OF EXPENDITURES FOR CAPITAL OUTLAY MADE BY CALIFORNIA SCHOOL DISTRICTS FROM ALL FUNDS FOR THE FISCAL YEARS 1953-54 THROUGH 1957-58**

Fiscal year	General Fund	Building Fund	Special Reserve Fund*	Emergency School Building Fund	Public School Building Fund	State School Building Fund	Child Care Center Fund	Total
1953-54	\$55,192,415.88	\$169,610,353.69	\$3,670,389.91	\$214,815.64	\$41,163,213.82	\$13,329,798.93	\$62,988.55	\$283,241,976.42
1954-55	61,139,735.74	190,304,820.19	3,669,705.75	76,560.39	7,344,080.41	57,086,774.03	69,471.06	319,672,107.57
1955-56	57,004,144.90	196,988,331.20	2,946,286.15	-	1,180,622.44	86,925,789.61	123,523.00	345,168,697.30
1956-57	59,787,752.75	216,401,836.06	2,738,287.70	-	283,036.81	116,491,482.83	109,990.98	395,812,387.13
1957-58	68,473,382.10	229,887,595.49	5,087,950.52	-	67,916.78	114,584,172.05	80,478.24	418,181,995.18
5-year total	\$301,597,431.37	\$1,003,192,936.63	\$18,092,620.03	\$291,376.03	\$50,038,870.26	\$388,418,977.45	\$446,451.83	\$1,762,078,663.60

\* Known as the Special Accumulative Building Fund prior to the enactment of the Statutes of 1955, Chapter 934 (Education Code Sections 5961-5968).

**TABLE 9**  
**ANALYSIS OF EXPENDITURES FOR CAPITAL OUTLAY MADE BY CALIFORNIA SCHOOL DISTRICTS BY SUBORDINATE  
 CLASSES FROM ALL FUNDS FOR THE FIVE-YEAR PERIOD 1953-58**

Classification	General Fund	Building Fund	Special Reserve Fund	Emergency School Building Fund	Public School Building Fund	State School Building Fund	Child Care Center Fund	Total
Land Improvement of grounds	\$23,392,223.04	\$71,585,027.23	\$493,917.11	\$6,692.20	\$426,984.19	\$40,821,522.10	--	\$136,726,365.87
Building Equipment	35,495,905.16	45,324,876.57	838,021.73	1,193.75	225,622.19	3,389,610.13	--	85,275,229.53
Other*	113,362,364.59	129,346,938.58	826,555,755.21	16,096,443.65	283,095.91	47,825,518.10	332,912,267.72	1,353,020,009.17
Total	\$301,597,431.37	\$1,003,192,936.63	\$18,092,620.03	\$291,376.03	\$50,038,870.26	\$388,418,977.45	\$446,451.83	\$1,762,078,663.60

\* "Other" consists of the expenditures for the Maintenance of School Plant and Fixed Charges. Although these classes of expense do not meet the definition of Capital Outlay as defined in the California School Accounting Manual, Bulletin of the California State Department of Education, Vol. XX, No. 2 (March, 1951) (Revised edition), such amounts are included in this table as well as Tables 8 and 10, as such amounts are legal expenditures from the Building Fund, Public School Building Fund, and State School Building Fund and are made because of, and in connection with, the Construction Program.

**TABLE 10**  
**TOTAL CAPITAL OUTLAY EXPENDITURES OF CALIFORNIA SCHOOL DISTRICTS**  
**FOR THE FISCAL YEARS 1953-54 THROUGH 1957-58**

Fiscal year	Elementary school districts	High school districts	Junior college districts	Unified school districts	Total
1953-54	\$120,557,312.29	\$87,182,516.92	\$6,107,336.63	\$69,396,810.58	\$283,243,976.42
1954-55	134,851,951.44	101,568,047.55	7,674,718.78	75,577,389.80	319,672,107.57
1955-56	151,252,673.84	101,233,911.33	10,187,846.98	82,494,265.14	345,168,697.30
1956-57	170,770,083.17	128,087,574.91	14,416,938.76	82,537,790.29	395,812,387.13
1957-58	148,492,601.61	155,380,759.67	19,818,395.54	94,489,738.36	418,181,495.18
5-year total	\$725,924,622.35	\$573,452,810.38	\$58,205,236.70	\$404,495,994.17	\$1,762,078,663.60

**TABLE 11**  
**TOTAL CURRENT EXPENSE<sup>1</sup> AND CAPITAL OUTLAY FOR EACH FUND AND THE PER CENT OF TOTAL EXPENSE  
 DEVOTED TO CAPITAL OUTLAY FOR THE FISCAL YEAR 1957-58**

Item and per cent	General Fund	Building Funds*	Cafeteria Fund and/or Account	Child Care Center Fund	Total
Current expense	\$1,114,624,158.71	\$349,627,634.84	\$67,860,641.56	\$7,491,489.94	\$1,189,976,290.21
Capital outlay	68,473,382.10	—	—	80,478.24	48,181,495.18
Total	\$1,183,097,540.81	\$349,627,634.84	\$67,860,641.56	\$7,571,968.18	\$1,608,157,785.39
Per cent for capital outlay	5.79	100.00	—	1.06	26.00

<sup>1</sup> The term "Current Expense" is employed here to designate expenditures of Classes 1 to 9 as recommended in the California School Accounting Manual.

<sup>2</sup> Includes Building Fund, Special Reserve Fund, Emergency School Building Fund, Public School Building Fund, and State School Building Fund.

## SUMMARY OF CALIFORNIA HIGH SCHOOL PROJECTS APPROVED FOR NATIONAL DEFENSE EDUCATION ACT FUNDS, SPRING, 1959

Prepared by L. FRANK MANN, Consultant in Secondary Education; and  
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Title III of Public Law 864, the National Defense Education Act, contains provision for school districts and offices of county superintendents of schools to receive financial assistance on a matching basis for strengthening instruction in modern foreign languages, mathematics, and sciences through the acquisition of equipment, and remodeling laboratories and classrooms necessary for using the equipment. During the fiscal year 1958-59, 92 California school districts and two offices of county superintendents of schools received approval for high school projects in foreign language instruction; 46 districts and three offices of county superintendents of schools received approval for projects in mathematics; and 126 districts and ten offices of county superintendents of schools received approval for science projects. There will be 164 installations of equipment for foreign language instruction; 77 for mathematics; and 206 for sciences.

### PROJECTS IN FOREIGN LANGUAGE INSTRUCTION

Great interest has centered upon aural-oral or audio-lingual procedures in learning a foreign language. These procedures involve the use of equipment for listening to correct speech and for recording students' speech and listening to the play-backs. Altogether, in 74 language practice laboratories, individual booths as listening stations for students are being developed by 49 districts. Certain of the proposed installations provide for listening only; others for listening and responding; and some for listening, responding, and recording.

In 33 projects there will be less student booths per classroom than the total number of students normally enrolled in a class. In 57 projects, individual student booths will not be used. The most frequent requests for these projects are for tape recorders, earphones, projectors, and phonographs. In many instances, the laboratories will be used for instruction in more than one modern language.

The languages specified in the project requests, and the number of requests of each type are shown in the following tabulation.

Language	Number of requests
Spanish	139
French	107
German	61
Russian	21
Italian	5

In ten instances, Latin teachers will also use the laboratories. A majority of the laboratories will be established in high schools—43 in senior high schools, 81 in four-year high schools. There are, however, 24 junior high schools that are acquiring language laboratories.

#### PROJECTS IN MATHEMATICS INSTRUCTION

A total of 56 applications for equipment to be used in teaching mathematics was submitted by 46 school districts and three offices of county superintendents of schools. The applications were for projects in 44 four-year high schools and 12 senior high schools. A variety of models, demonstration slide rules, calculators, and films were listed in the requests. These will be used to enrich various mathematics courses as shown by the following tabulation.

<i>Subject</i>	<i>Number of projects</i>	<i>Subject</i>	<i>Number of projects</i>
Algebra	42	Solid geometry	19
Plane geometry	39	Senior mathematics	4
Trigonometry	36	Calculus	3
General mathematics (arithmetic review)	28	Business mathematics	2

#### PROJECTS IN SCIENCE INSTRUCTION

Altogether, 126 districts and ten offices of county superintendents of schools made applications for high school science equipment. The requests most frequently made were for laboratory equipment to enrich existing courses or to make possible more thorough study of particular units within the courses. Many applications included requests for equipment for more than one science. There were 148 applications which specified installations in biological sciences, 112 in physics and related sciences, 90 in chemistry, 66 in general science, 21 in senior physical science, and two in earth sciences. The following tabulation shows the various projects, and the number of projects of each type.

<i>Biological sciences</i>	<i>Number of projects</i>	<i>Senior physical sciences</i>	<i>Number of projects</i>
Biology	100	Physical science	9
Physiology	21	Modern science	3
Life science	12	Science seminar	3
Botany	7	Astronomy	2
Zoology	6	Applied science	1
Health science	1	History of science	1
Nature study	1	Science survey	1
<i>Earth Science</i>	2	World science	1
<i>Physics and related sciences</i>		<i>Chemistry</i>	90
Physics	99	<i>General Science</i>	
Electronics	10	General science	64
Engineering	1	Basic science	1
Photography	1	Consumer science	1
Radio-Electricity	1		

**SUMMARY**

The following tabulations show a complete picture of the use that is being made of the opportunities offered by the National Defense Education Act to strengthen instruction in foreign language, mathematics, and science in California public high schools.

**SCHOOL DISTRICTS AND OFFICES OF COUNTY SUPERINTENDENTS  
OF SCHOOLS WITH APPROVED PROJECTS, SPRING, 1959**

*Legend: O = project; Lab = laboratory equipped with individual student stations for each member of the class; B = biology; C = chemistry; X = other courses.*

<i>High school or unified school district</i>	<i>Foreign language</i>	<i>Mathematics</i>	<i>Science</i>
Acalanes (Lafayette)	O		
Alameda			P X
Alhambra		O	B C P X
Anaheim	Lab	O	B C P X
Arcadia	O	O	X
Banning	Lab		
Barstow	Lab	O	B C P X
Bellflower	O		B P
Big Pine			B
Burbank	O		
Calaveras (San Andreas)	O	O	B C P X
Calistoga			B
Carmel	Lab		B
Central (P. O. address, Fresno)	O	O	B C P
Chino			B C P
Chowchilla		O	
Citrus (Azusa)	Lab		C P
Clear Lake (Lakeport)			X
Colton	Lab		B C P X
Compton	Lab	O	B C P X
Covina		O	X
Culver City	O	O	C
Davis			B C P X
Delano	Lab		B P X
East Nicolaus			B X
Eastside	O		C P
El Dorado (Placerville)			B C P X
Elk Grove			X
El Monte	Lab	O	
Escondido	Lab		X
Fallbrook	Lab		
Fall River (McArthur)			B C P X
Ferndale			B
Folsom			B X
Fontana	Lab	O	B C P X
Fremont (Sunnyvale)	O		B C P X
Fresno	O	O	X
Geyserville			B C P X
Glendale			P X
Glenn County (Willows)			X
Grant (Del Paso Heights)	O		
Grossmont	Lab	O	B C P X
Hanford		O	B C P X
Hayward	O	O	B C P X

<i>High school or unified school district</i>	<i>Foreign language</i>	<i>Mathematics</i>	<i>Science</i>
Healdsburg		O	B C P X
Hemet	O	O	B C P X
Hilmar			B C P X
Julian			P
Kelseyville			B C P X
Kern County (Bakersfield)	Lab		P X
King City	O	O	B C P
Klamath-Trinity (Hoopa)			B C P X
Laguna Beach			B C P X
Lemoore	O	O	B C P X
Lincoln (P. O. address, Stockton)			C P X
Lincoln		O	B C P X
Linden	O		B X
Live Oak (Morgan Hill)	Lab		B C P
Livermore			B C P X
Long Beach	Lab		B C P X
Los Angeles	Lab	O	B C P X
Lynwood			B P X
Madera	O		B
Manteca			P X
Mojave			X
Monrovia-Duarte	Lab		
Monterey	O		
Mt. Diablo (Concord)	Lab		B X
Mountain Empire (Campo)			P
Mountain View	O		B P X
Nevada (Grass Valley)	O		B C P X
Novato	O		
Oakland	Lab	O	P
Oceanside-Carlsbad	Lab		B C P
Orange			B
Orestimba (Newman)			B C P X
Orland	O		C P X
Orosi	O		B P X
Oroville	O	O	B C P X
Pacific Grove			B
Palo Alto	Lab	O	X
Palo Verde			X
Paramount	Lab		C P
Pasadena	Lab		B P X
Piedmont	O		B C P X
Pierce (Arbuckle)			X
Pittsburg			B C P
Placer (Auburn)	Lab		B C P
Plumas (Quincy)			C P
Point Arena	O		
Pomona	Lab		B P X
Porterville	Lab		B X
Princeton			P
Ramona			X
Redlands			
Reedley	O		
Richmond	Lab		B C X
Ripon			X
Riverdale		O	C P
Riverside	Lab	O	B C P X
Roseville	Lab		

<i>High school or unified school district</i>	<i>Foreign language</i>	<i>Mathematics</i>	<i>Science</i>
Sacramento	O	O	X
St. Helena	O	O	B C P X
Salinas			B C X
San Bernardino	Lab	O	B P
San Diego	Lab		B C P X
San Dieguito (Encinitas)	Lab	O	C
San Francisco	Lab	O	B C
Sanger			P
San Jacinto	O		X
San Juan (Carmichael)			B C P
San Luis Obispo	Lab		B P X
San Mateo	Lab		X
San Ramon Valley (Danville)	O	O	C
Santa Barbara	Lab		
Santa Clara	O	O	B C P X
Santa Maria	O		B X
Santa Monica	Lab		
Sequoia (Redwood City)	Lab	O	C X
Shasta (Redding)			B C P X
Sierra-Plumas (Downieville)	O	O	C P
Sonoma Valley			B C P X
South Bay (Redondo Beach)	Lab		X
South Pasadena	O		B C P X
Stockton	Lab	O	
Surprise Valley (Cedarville)			B C P X
Sutter			B C P X
Sweetwater (Chula Vista)	Lab	O	B C P X
Taft	Lab		
Tahoe-Truckee	Lab		B C P X
Tamalpais (Larkspur)	Lab		
Temple City			B
Torrance		O	
Tracy	Lab	O	B C P X
Trinity County (Weaverville)	O	O	B C P X
Ukiah	O	O	B C P X
Upper Lake			B C P X
Ventura	Lab		X
Victor Valley (Victorville)			X
Visalia	Lab	O	B X
Wasco	O		X
Washington (West Sacramento)	O		
Washington (P. O. address, Fresno)			B P
Watsonville	O	O	B C P X
Whittier	Lab	O	X
Willits	O	O	B C P X
Woodlake	O		C
Yuba City	O		C P X

<i>Office of county superintendent of schools</i>	<i>Foreign language</i>	<i>Mathematics</i>	<i>Science</i>
Glenn			C
Merced	O	O	X
Modoc		O	X
Mono			B C P X
Orange			X
San Diego		O	P X
Stanislaus	O		B C P X

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<i>Office of county superintendent of schools</i>	<i>Foreign language</i>	<i>Mathematics</i>	<i>Science</i>
Sutter _____			X
Tehama _____			XX
Ventura _____			X

## **REPORT OF THE CALIFORNIA STATE CENTRAL COMMITTEE ON SOCIAL STUDIES**

The California State Central Committee on Social Studies met in Fresno in May, 1959, to review a first draft of its concluding report to the State Curriculum Commission. Embodied within the report is a proposed framework in social studies. Copies of the final report will be submitted to the State Board of Education and to the State Curriculum Commission. Since the study was made at the request of the State Curriculum Commission, it may be assumed that the recommendations presented in the report will be used as the basis for the selection of textbooks and that it will be recommended for use state-wide in the planning and development of social studies programs.

### **NATURE OF THE PROPOSED FRAMEWORK**

The proposed framework is designed for use state-wide by people whose responsibilities include the social studies. It will be especially useful when instructional materials are selected for the social studies and when courses of study are prepared locally. It sets forth essential content and emphases at each grade level, kindergarten through junior college. It is composed of generalized statements which require analysis and additional study before they can be applied to a specific program. The generalized nature of the framework is intended so that the statements within it can be springboards to additional ideas that will be used to round out and detail a social studies program for any one setting. The framework is flexible so that it can be applied in a wide variety of situations throughout the state. It is so constructed that local groups will need to study its content and consider factors that pertain to their own setting before a program of social studies can be developed in detail for their schools.

Local school systems are required to have on file for public inspection the courses of study prescribed under their jurisdiction.<sup>1</sup> This includes a course of study in social studies or fields that comprise the social studies. In this connection, it should be noted that the proposed framework is not intended as a substitute for a course of study. The framework is, however, designed to serve as a guide for course of study preparation in a wide variety of situations. On the other hand, courses of study are designed to serve as a guide to instruction in specific situations. Courses of study prepared locally should include the essentials set forth in the proposed framework, and in addition, may extend the coverage.

<sup>1</sup> Education Code Sections 7552, 7553 (1957); 21952, 21953 (1959).

The content and emphases in the recommended framework take into consideration the competencies needed by all public school graduates to carry out their citizenship obligations. The content and emphases set forth at each grade level, therefore, refer to a program of social studies to be required of all students. Many school systems will wish to extend their offerings in social studies beyond the scope of the proposed framework. This will be true particularly in the high schools and junior colleges and may be accomplished at these levels by offering elective courses. Every school system is encouraged to extend its offerings so that students may profit from more study in this area of the curriculum than is required by the framework.

#### USE OF THE PROPOSED FRAMEWORK

The proposed framework will be used by several groups of people among which are the following: people in local school systems who prepare courses of study; members of the State Curriculum Commission, and others who select instructional materials; people who prepare instructional materials, particularly publishers of textbooks and other instructional materials; producers of audio-visual materials; personnel in colleges and universities directly responsible for the preparation of social studies teachers; teachers in service who wish to improve their competency in the social studies; and other citizens who are interested in the social studies as an area of public school instruction. The proposed framework makes available to all the basic and essential content and emphases recommended on a state-wide basis for the social studies. It reveals the need for continuity as well as an ever-expanding breadth and depth of content at each succeeding grade level.

#### REVISIONS MADE AT THE MAY 1959 MEETING

At the May meeting in Fresno, members of the California State Central Committee on Social Studies reviewed all materials developed at that time. Included were the definitions and statement of characteristics that describe a modern program of social studies. Several refinements were made in the statements to be included in the final report.

The Committee members also examined the generalizations from history, geography, psychology, philosophy, anthropology, sociology, political science and economics. These had been reviewed previously by scholars in the respective disciplines. The statements are now believed to be valid and accurate for the purposes intended. Social studies teachers and others who work with the instructional program will want to become thoroughly acquainted with this material.

The attention given to the social science generalizations led to additional attention being given to the synthesis statement. The synthesis is an attempt to extract main ideas from the entire list of generalizations, irrespective of their social science classification. Illustrative of one such

central idea is the concept of "interdependence" which is overlapping and common within several of the social sciences. It illustrates but one emphasis that deserves attention in the social studies at several grade levels. It is not intended that the synthesis shall be used alone and apart from the generalizations. To do so is likely to result in error plus omissions when projections are made for social studies.

The data relative to growth, development, and learning were reviewed by specialists in each of these fields as well as by members of the Committee. This work resulted in reorganization and extension of the growth, development, and learning statement. The ideas presented are believed to be widely accepted in the planning and development of social studies programs. This section of the report will illustrate how general principles of growth, development, and learning influence the placement of social studies content. It points up the natural interests and tendencies of children and youth which can be utilized by teachers to enhance learning in the social studies.

The grade level allocations have been revised in accordance with suggestions received after distribution of the December, 1958, progress report. These revisions resulted in the realignment of themes, additional attention to the primary grades, and provision for attention to be given to the "world scene" early in the program.

Each grade level allocation is now made up of one major theme, several areas of emphasis, and content synopses to accompany the areas of emphasis. This organization of the allocations statement makes obvious the sequence within the total program and the scope and sequence of the program at each grade level; and facilitates its use by social studies teachers and by people who prepare instructional materials. The allocation at each grade level produces a basis for determining the types of films, filmstrips, slides, pictures, tape recordings, and printed materials to be used in conducting the recommended program.

#### ATTENTION TO CONTEMPORARY AFFAIRS

Attention to contemporary affairs is thought by the Committee to be necessary throughout the social studies program. Therefore the Committee is recommending that all children and youth have opportunity to learn about contemporary affairs, and that instruction relative to contemporary affairs be considered a part of the regular social studies program. The way in which this provision is treated at various grade levels will differ, but the Committee recommends that in all programs time be set aside for regular instruction in contemporary affairs. Through planning, it sometimes is possible to relate such instruction to the main on-going part of the social studies program.

Instruction in contemporary affairs will require as much careful planning as instruction in other parts of the program. Much more is envisioned than casual reporting of items from newspapers or periodicals.

Children and youth need to study contemporary affairs in ways that will result in understanding a great variety of topics that relate to the current scene. An adequate supply of appropriate materials will be needed to teach contemporary affairs effectively. Also, people who teach contemporary affairs will need community support in their instruction, especially when it involves controversial issues.

#### SELECTED REFERENCES TO THE PROPOSED FRAMEWORK

Local school systems may plan with reasonable assurance that most of the ideas included in the Committee's report will be retained in the framework statement. The report has been developed on a state-wide basis with the participation of many competent individuals and groups of people. Progress reports issued at regular intervals have been reviewed by many individuals and groups of people. Movement in the direction indicated by the framework will call for the realignment of courses of study, the selection of new instructional materials, information for new social studies teachers regarding the framework, and provision of in-service education opportunities for the social studies teachers employed.

Careful study of the entire framework is needed before parts of it are used separately. Significant contributions of the framework may be missed if it is studied by parts. A quick look at the allocations section, for example, might result in persons concluding that the recommended allocations differ but slightly from those presently employed. The reader would become aware of his error only when he understands how the allocations statement is affected by other parts of the report. For instance, the definition and the statement of characteristics have a direct influence on the allocations section. One cannot understand any part of the framework unless he is acquainted with all of its parts.

Certain changes and emphases indicated by the framework deserve special mention. Foremost among these is awareness that instruction in social studies must keep pace with changing times and conditions. This is reflected in the framework in several ways. One provision to incorporate this emphasis is made by offering opportunity for study of social studies topics "in a world setting" at every level of education. It is recognized, for instance that a child's readiness to learn has been influenced by changing forces in the local environment even before he enters school. The child who enters school today is most likely to have had contacts with people and places beyond the home and local community. Television viewing and the impact of conversation regarding modern innovations in the local environment are but two of many factors that contribute to this changing pattern of readiness to learn. At the sixth grade level, opportunity is provided for systematic study of topics in a global relationship. This is an emphasis that is also continued through grades seven, eight, nine, or ten.

Many people throughout the state believe that the public school graduate should be well informed about conditions in the world today. The need to provide opportunity for each individual to achieve this objective has resulted in readjustment of the grade level allocations at several places. The readjustments made in allocations in grades nine and ten illustrate this point. The Committee is recommending the content and emphasis for one year of social studies in grades nine and ten with the content and emphasis for one additional year to be decided locally. It is recommended that one year be devoted to the study of Conflicting Forces in the World: Asia, Africa, and the USSR. Thus provision is made for continuing the emphasis on global geography and peoples of the world begun in grade six. Additional offerings at these grade levels may include world history as an elective for pupils whose interests and aspirations indicate that they would profit from such study.

#### SOCIAL STUDIES BOOKS AND RELATED MATERIALS

Study is being made of the available social studies textbooks and supplementary books to determine the extent to which they implement the new framework. Where gaps exist, publishers will be invited to prepare the materials needed. Producers of audio-visual materials are now giving consideration to films, filmstrips, slides, recordings, and other audio-visual aids that may be needed to implement the new framework.

#### TEACHER EDUCATION AND THE FRAMEWORK

The broadened base for social studies has important implications for the preservice and in-service education of social studies teachers. California colleges and universities accredited for teacher education are encouraged to study the proposed framework and decide what implications it has for the preparation of social studies teachers. Meetings in which personnel of the college departments of education and social science jointly consider necessary adaptations could be beneficial.

#### ACKNOWLEDGMENT OF SERVICES RENDERED

During the past five years the California State Central Committee on Social Studies has invited and received the contributions of many individuals and groups of people. The committee values the services it has received from all sources and wishes to acknowledge especially the very fine contributions it has received from specialists in the various fields such as the social sciences, growth and development, and learning. The use of information from these and other sources has resulted in a better framework than would otherwise have been possible.

# Departmental Communications

## OFFICE OF THE SUPERINTENDENT OF PUBLIC INSTRUCTION

ROY E. SIMPSON, *Superintendent*

### EMERGENCY REGULATIONS ADOPTED BY SUPERINTENDENT OF PUBLIC INSTRUCTION

*Travel Expenses for County Superintendents of Schools.* The Superintendent of Public Instruction, acting under the authority of and implementing Section 9593 of the Education Code, amended Section 1453 of Title 5 of the California Administrative Code, relating to travel expenses for county superintendents of schools, and adopted the same as an emergency regulation effective August 4, 1959.

The complete text of the amended section of Title 5 of the California Administrative Code noted above will appear as a reprint from the California Administrative Register and will be available from the California State Department of Education.

### APPOINTMENTS TO STAFF

STEPHEN H. MOSELEY was appointed Consultant in National Defense Education, Bureau of National Defense Education Act Administration, July 3, 1959. Prior to his appointment, Mr. Moseley was Principal of the Davis Joint Union High School in Davis, California, 1957-1959; and from 1950 to 1957, he served as Principal of Las Cruces Senior High School, Las Cruces, New Mexico. His 28 years of service in public education include experience as supervisor of practice teachers in secondary education, New Mexico College of Agriculture and Mechanic Arts, many years in administration work, and recent work with the Department of Education in the National Defense Education Act program. Mr. Moseley received his bachelor of science degree and master of arts degree from the University of Alabama; and he has done graduate work at the University of Southern California and at the University of California, Los Angeles.

NAOMI W. HIATT was appointed Consultant, Bureau of Junior Colleges, to serve as Co-ordinator of the California Associate in Arts Nursing Project, effective July 13, 1959. Miss Hiatt received her certificate as a Registered Nurse from the Huntington Memorial Hospital, Pasadena; her bachelor of science degree from the University of Colorado; and her master of arts degree from the University of Washington. Miss Hiatt has been serving for the past year as Nursing Education

Consultant, State Board of Nurse Examiners, Los Angeles, while on leave of absence from Pasadena City College where she had taught surgical nursing for five years, and had served as Co-ordinator of Practicum from 1955 to 1958.

COLLIER McDERMON was appointed Special Representative, Division of Public School Administration, effective August 1, 1959. Mr. McDermon received his bachelor's degree and master's degree from San Francisco State College. Prior to his appointment, he served as Consultant in Elementary Education, Office of the County Superintendent of Schools, Lassen County, 1957-59; and as Supervising Principal, Sorensen Elementary School, La Vista Elementary School District, Alameda County, 1955-57. His experience also includes teaching, directing recreational activities, and directing public relations.

JOSEPH ROBERT MARTIN was appointed Special Consultant in Guidance, Bureau of Guidance, August 1, 1959. Dr. Martin received his bachelor of arts degree from Valparaiso University, Valparaiso, Indiana, and his master of arts degree and doctor of philosophy degree from the University of California, Berkeley. For the past year, Dr. Martin has been Associate Professor of Education at Ohio State University. From 1956 to 1958, he was Consultant in Guidance and Research, Office of the County Superintendent of Schools, San Mateo County; and from 1953 to 1956, he served as a counselor for terms of a year each at the College of San Mateo, the College of Marin, and the School of Education, University of California, Berkeley.

JOAN SWEENEY was appointed Educational Counselor for the Blind, southern California, Bureau of Special Education, effective June 22, 1959. Miss Sweeney, a graduate of Wellesley College, received her master's degree at San Francisco State College, and has done graduate study at Willimantic State Teachers College, Connecticut, Boston University, and San Diego State College. She will work with visually handicapped students, their parents, teachers, and school administrators, in public schools in southern California where there are no organized programs for such students.

WILLIAM E. DRESSER was appointed Field Representative, Division of Departmental Administration, July 31, 1959, to replace Don W. Parks, who had held this position since 1948. Mr. Dresser has been Assistant Field Representative for the Division in the Los Angeles office since 1952. He received his bachelor of arts degree from the University of North Dakota; and his experience includes service with the United States Treasury Department as a Special Agent in Washington, D. C., in southern California, and in Louisiana.

## ADOPTION OF EMERGENCY REGULATIONS BY DIRECTOR OF EDUCATION

*Refund of Nonresident Tuition.* The Director of Education, with the approval of the Director of Finance, acting under the authority of and implementing Education Code Sections 20343.1 and 20357, amended Section 950.13 of Title 5 of the California Administrative Code, relating to refund of nonresident tuition, and adopted the same as an emergency regulation effective September 28, 1959.

*Refund of State College Fees.* The Director of Education, with the approval of the Director of Finance, acting under the authority of and implementing Education Code Sections 20343.1 and 20357, amended Section 950 of and added Section 950.1 to Title 5 of the California Administrative Code, relating to refund of state college fees, and adopted the same as an emergency regulation effective September 1, 1959.

The complete text of the added and amended sections of Title 5 of the California Administrative Code noted above will appear as reprints from the California Administrative Register and will be available from the State Department of Education.

## For Your Information

### SOURCEBOOK ON NUCLEAR SCIENCE TEACHING AIDS AND ACTIVITIES

The Office of Education, U. S. Department of Health, Education, and Welfare, Washington, D. C., has prepared an illustrated, 80-page sourcebook, *Nuclear Science Teaching Aids and Activities*, for the Office of Civil and Defense Mobilization, that will serve as a guide to laboratory and demonstration teaching in nuclear science. In co-operation with the author, John H. Woodburn, teachers in three State pilot centers in California, Connecticut, and Michigan, had a major part in designing and trying out the experimental instructional activities and materials reported.

The following phases of teaching nuclear science are given attention in this publication: visualization and classification of atomic nuclei and of nuclear reactions; sources of nuclear radiation and methods of tracking these sources; classroom demonstrations and laboratory exercises involving nuclear radiation; ideas for research and development; social and economic implications; an instructional unit on protection from radioactive fallout; bibliographical and film reference lists; and a chronology of steps leading to our present knowledge about nuclear science.

*Nuclear Science Teaching Aids and Activities* has been made available to all high schools presently equipped with radiation detection equipment furnished by the California State Disaster Office. Other high schools may obtain free copies from the Office of Education, U. S. Department of Health, Education, and Welfare, Washington 25, D. C.

# Professional Literature

## PUBLICATIONS RECEIVED

*Education for the Age of Science: Statement by the President's Science Advisory Committee.* Washington, D. C.: The President's Science Advisory Committee, 1959. Pp. vi + 38. \$0.20.\*

HOOPLE, ROSS EARLE; PIPER, RAYMOND FRANK; and TOLLEY, WILLIAM PEARSON. *Preface to Philosophy: Book of Readings.* New York 11: The Macmillan Co., 1946. Pp. xii + 516.

*How Do Labor and Schools Work Together?* New York 16: National Citizens Council for Better Schools, 1959. Pp. 32.\*\*

*The Music Teacher and Public Relations.* A Report Prepared for the Music in American Life Commission on Music in School Administration by the Committee on Public Relations in Music Education, EDWARD J. HERMANN, Chairman. Washington 6, D. C.: Music Educators National Conference, 1958. Pp. 48. \$1.00.

*National Library Week, 1959: Second Annual Report.* National Book Committee, Inc. New York 18: National Library Week, 1959. Pp. 20.

*NEA June, 1959 Catalog of Publications: A List of Over 1000 Books, Research Reports, Audio-Visual Materials, Proceedings, Periodicals, Pamphlets.* Washington 6, D. C.: National Education Association, 1959. Pp. 32.

*1959 Achievement Testing Program in Independent Schools and Supplementary Studies.* Educational Records Bulletin No. 74. New York 32: Educational Records Bureau, 1959. Pp. xii + 104.

*Science Education in Selected Kentucky Public Elementary Schools.* Bulletin of the Bureau of School Service, Vol. XXXI, No. 4, June, 1959. Lexington, Kentucky: College of Education, University of Kentucky, 1959. Pp. 80. \$1.00.

WOODBURN, JOHN H. *Nuclear Science Teaching Aids and Activities.* Prepared for the Office of Civil and Defense Mobilization by the Office of Education, U. S. Department of Health, Education, and Welfare. Washington 25, D. C.: U. S. Department of Health, Education, and Welfare, 1959. Pp. vi + 72.

\* For sale by the Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C.

\*\* Single copies are available free from the Council's office, 9 East 40th Street, New York 16, N. Y.

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# DIRECTORY OF THE CALIFORNIA STATE DEPARTMENT OF EDUCATION

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(Unless otherwise indicated, all staff members may be reached at the State Education Building, 721 Capitol Avenue, Sacramento 14)

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